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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1960

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS HOUSE OF REPRESENTATIVES

EIGHTY-SIXTH CONGRESS

FIRST SESSION

SUBCOMMITTEE ON DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES

MICHAEL J. KIRWAN, Ohio, *Chairman*

W. F. NORRELL, Arkansas
DON MAGNUSON, Washington
WINFIELD K. DENTON, Indiana
BEN F. JENSEN, Iowa
IVOR D. FENTON, Pennsylvania
KEITH THOMSON, Wyoming

EUGENE B. WILHELM, *Staff Assistant to the Subcommittee*

DEPARTMENT OF THE INTERIOR
(except Bonneville Power Administration, Bureau of Reclamation, Southeastern Power Administration, and Southwestern Power Administration)
COMMISSION OF FINE ARTS
FEDERAL COAL MINE SAFETY BOARD OF REVIEW
FOREST SERVICE
HISTORICAL AND MEMORIAL COMMISSIONS
INDIAN CLAIMS COMMISSION
NATIONAL CAPITAL PLANNING COMMISSION
SMITHSONIAN INSTITUTION
VIRGIN ISLANDS CORPORATION

Printed for the use of the Committee on Appropriations

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RELATED AGENCIES
(including Forest Service)

Printed for the use of the Committee on Appropriations

MONDAY, MARCH 6, 1961.

SMITHSONIAN INSTITUTION

WITNESSES

DR. LEONARD CARMICHAEL, SECRETARY
DR. A. REMINGTON KELLOGG, ASSISTANT SECRETARY
JAMES BRADLEY, ASSISTANT SECRETARY

Mr. KIRWAN. The committee will come to order. We have this morning the Smithsonian Institution. Dr. Carmichael, do you have a statement?

Dr. CARMICHAEL. Yes, sir.

Mr. KIRWAN. Mr. Bradley and Dr. Kellogg are also here. You may proceed.

GENERAL STATEMENT

Dr. CARMICHAEL. Mr. Chairman, members of the committee, thank you for the privilege of appearing before you.

The Smithsonian Institution, by its basic law, is directed to concern itself with the increase and diffusion of knowledge among men. The Smithsonian's work in connection with the increase of knowledge involves the conduct of well-defined scholarly and research activities which are not duplicated elsewhere. The reason that I say that this research is not duplicated elsewhere is that it is based upon the specialized use of the unique collections in our museums which often have tens of thousands of specimens that must be consulted in solving specific problems. Research in the field of astrophysics has been conducted at the Smithsonian for over three-quarters of a century, and because of the current importance of this area of study and the expertness of our staff, the scientific world more and more looks to the Institution for research findings in this field. Historically it may be noted that the Smithsonian Institution was probably the first organization on this continent to have a full-time staff of diversified scientific research workers.

The Smithsonian also issues scholarly and scientific publications and is a center for the exchange of publications with other research centers throughout America and the world. This exchange service has been conducted successfully by the Smithsonian for more than a century, and it is specifically authorized by special provision in more than 50 treaties. By its publications and by its exchange service, the Smithsonian Institution thus concerns itself with the wide diffusion of knowledge. The great museums of the Institution, of course, play a most important role in the work of the diffusion of knowledge. The Smithsonian Institution is responsible for maintaining what is probably the world's largest museum complex. These museums not only provide knowledge for those who visit them, but they also preserve and protect many of the irreplaceable treasures of the American people.

In the last 2 years, the committee will remember, except for increases related to mandatory salary and health benefit adjustments, the Smithsonian has been able to hold its requests for appropriations at the same level without asking for any increase in the salaries and expenses part of the budget. This year it is necessary to request an increase in some items for the 1962 budget.

The changes are shown in full in the justifications before you. You will see that some reductions have been made, but the requests for salaries and expenses show a total increase of $1,179,000. However, as I will indicate in a moment, it is now posssible to reduce this amount by $150,000. Our net request for an increase in 1962 is thus $1,029,000. The main reason for this increase is that the Institution has come to a phase in the construction of the new History and Technology Building that requires added funds for its staff. Last autumn, when the Smithsonian presented its needs to the Bureau of the Budget, a request was made after careful study for $681,000 for this purpose. At that time, we could not know that Washington was to experience one of the worst winters on record. For 2 months or more, building operations on the new Museum of History and Technology structure were almost at a standstill. There was comparable delay in much other public and private building work in Washington during these months. As a result of this slowing up of work and other delays in the construction, the General Services Administration has just last week informed us that it is almost certain that the completion date of the new building may be as late as September 1962 rather than March 1962 as expected. It is true, however, we are now assured that we may begin the final preparation of exhibits in some parts of the new building by February or March of 1962. In the estimates before you, funds totaling $681,000 were requested to provide for a necesssary staff for the preparation and progressive installation of exhibits in the new Museum of History and Technology and to carry on that part of the operation of the building that is not the responsibility of the builder. The increase of $681,000 is partially offset by a nonrecurring amount of $146,000, resulting in a net increase of $535,000. Because of the delay mentioned above, we now wish to revise downward this requested figure by $150,000. The Smithsonian, therefore, now formally requests you to consider a net increase over last year of $385,000 rather than the $535,000 net increase for this purpose which is called for in the documents before you.

We are also requesting additional funds in the amount of $239,000 for scientific research. I believe you will recall that virtually no increase for research has been sought at the Smithsonian in recent years. These added funds, here requested, will be used primarily in the field of astrophysics and for much needed laboratory facilities in the natural sciences. This will make possible the strengthening of some aspects of the scientific research activities in these fields that are judged to be of special importance in the present state of the world.

Our requests also include funds for necessary repairs and rehabilitation of our buildings and for the moving and storing of museum materials necessitated by the authorized work on the Natural History Building.

I should now like to turn to construction appropriation matters. Last year, this committee recommended and the Congress appropriated $13,500,000 for additions to the Natural History Building of the Smithsonian Institution. This work, we are grateful to say, is now underway. This appropriation will allow the construction of an east wing to this building and the air conditioning and renovation of those parts of the central old structure that are related to the east wing. As the committee knows, this building is a national and, indeed, a world

center for research in the biological, geological, and anthropological sciences. It is a true "bureau of standards" in these fields. Our own staff and an average of some 300 visiting investigators from universities all over the country and from other Government organizations carry on scientific work here daily. The crowded condition of this building has, for decades, made fully effective modern research in this structure most difficult.

As previously planned, and as was pointed out to this committee last year, it is now necessary for the Institution to request funds to complete the reconstruction of this building by the addition of the authorized west wing to balance the east wing which is now under construction. At the time this matter was considered last year, it was estimated that $5,310,000 would be needed to complete the reconstruction of this superlatively useful scientific and museum exhibition building. We are delighted to say, on the basis of the favorable bid very recently received for the east wing and related construction, that it is now possible to reduce the amount of this request to $4,336,000 instead of $5,310,000 as previously estimated and as shown in the documents before you. This lesser amount will complete the project.

The Congress, by act of March 28, 1958, authorized the transfer to the Smithsonian Institution of the historic and architecturally significant building, now used by the Civil Service Commission, for conversion into an art gallery. When renovated, this building, which is acclaimed as one of America's as well as the city of Washington's architectural monuments, will provide a dignified gallery for the national collection of fine arts of the Smithsonian Institution. As you know, this valuable collection is now largely in storage or incongruously displayed in the Natural History Building of the Smithsonian. The remodeled Civil Service Commission Building will also provide for a much-needed national portrait gallery. Now that the new Civil Service Commission Building is being erected, it seems sure that this historic old building will soon be vacated. It is expected to be transferred to the Smithsonian Institution in the fiscal year 1963. It is, thus, essential in following the will of Congress, concerning the future use of this building, to plan in detail for its reconstruction during the fiscal year 1962. A request for $400,000 is, therefore, included to develop plans and specifications for necessary remodeling.

We are glad to say that the total budget estimates that the Smithsonian now submits, when both the items for salaries and expenses and for capital improvements are considered, are almost $8 million less than the total sum appropriated to the Institution by the Congress for the present fiscal year.

In conclusion, I would like to make, if I may, a few additional statements about the activities of the Institution. In the fiscal year 1960, the number of visitors to the Smithsonian buildings on the Mall (exclusive of the National Gallery of Art) reached a total of 6,494,630 persons. This is an alltime high. It is 143,228 more than in the previous year. As compared with very recent years, this increase is impressive. For example, only about 4,800,000 visitors came in 1957.

Mr. KIRWAN. How many came in 1957?

Dr. CARMICHAEL. 4,800,000 in 1957. Actually, sir, we closed our temporary Air Museum for about 8 months in 1960; and if that had

been open. I am able to confidently say these figures for fiscal year 1960 would be at least several hundred thousand larger.

The attendance in both April and May 1960 was over 1 million in each month. Buses or combined rail or air and bus tours bring school and college students to the Smithsonian from virtually every State. Over 100 such buses have been counted in front of our buildings at one time. If the National Zoological Park and the National Gallery of Art are included, the total number of visitors at the Institution last year was 11,506,042.

There can be no question that this large increase in the number of visitors, who come to the Smithsonian Institution from every part of the Union and from all over the world, are attracted because of the new educational exhibits that this committee has made possible in recent years. The Smithsonian now presents a unique opportunity for the visitor to learn about the past of his Nation and about the natural history, the natural resources, and the industrial developments that have made America the great country that it is. Certainly, many of our millions of visitors leave our halls, after they have seen our new exhibits as better informed and, it may be said, even more truly proud and patriotic Americans than they were when they came.

Each year, the Smithsonian Institution also receives and answers many requests for information on scientific and technical matters. The total number of such requests received during the last fiscal year was 297,379, an increase of 29,163 over the preceding year.

In the previous years, the committee has asked certain questions concerning the National Zoological Park, which is a bureau of the Smithsonian Institution but which receives its appropriated funds through the District of Columbia budget. During the current year, newspapers, not only in Washington but elsewhere in the country, have carried articles about the need for capital improvements at the National Zoological Park. The regents of the Smithsonian Institution, at a recent meeting, directed that detailed studies be made of these requirements for capital improvements at the zoo, for their further review and consideration.

It may also be pointed out that the National Capital Parks of the Department of the Interior this year is requesting funds for a road and tunnel that will bypass the National Zoological Park. This road seems most desirable. It will allow traffic to move through the Rock Creek Valley without, as at present, cutting through the National Zoological Park, where it now disturbs the animals in the collections and interferes with the safety, free access, and movement of the millions of visitors to the Zoo.

These matters concerning the National Zoological Park are referred to because, as I have mentioned, the committee has in the past expressed an interest in this area of the work of the Smithsonian Institution. The zoo is not, however, part of the Smithsonian Institution's budget now under consideration.

May I again express my gratitude, Mr. Chairman, to you and to the committee for allowing me to make this statement. The details of the request for appropriations that is being made by the Smithsonian Institution for the fiscal year 1962 are set forth in the justifications before you. I will be very glad to try to answer any questions concerning them.

Salaries and Expenses

Object classification

[In thousands of dollars]

	1960 actual	1961 estimate	1962 estimate
Smithsonian Institution:			
11 Personnel compensation:			
Permanent positions	4,526	4,942	5,843
Positions other than permanent	95	78	78
Other personnel compensation	84	67	49
Total, personnel compensation	4,705	5,087	5,970
12 Personnel benefits	301	381	452
21 Travel and transportation of persons	62	89	89
22 Transportation of things	57	66	66
23 Rent, communications, and utilities	300	365	432
24 Printing and reproduction	250	252	242
25 Other services	553	544	508
26 Supplies and materials	310	354	351
31 Equipment	918	844	630
Total, Smithsonian Institution	7,456	7,982	8,740
Allocation to General Services Administration:			
24 Printing and reproduction	2	2	3
25 Other services	113	85	85
32 Lands and structures	327	451	336
Total, General Services Administration	442	539	424
Total costs	7,898	8,521	9,164
Costs financed from obligations of other years, net (—)	−188	−453	
Obligations incurred for costs of other years, net			111
Total obligations	7,710	8,068	9,275

Personnel summary

	1960 actual	1961 estimate	1962 estimate
Total number of permanent positions	934	967	1,172
Full-time equivalent of other positions	22	19	19
Average number of all employees	896	915	1,083
Number of employees at end of year	928	975	1,175
Average GS grade	6.4	6.4	6.3
Average GS salary	$5,509	$5,965	$5,941
Average salary of ungraded positions	$4,372	$4,385	$4,419

Mr. Kirwan. We shall now turn to "Salaries and expenses for the Smithsonian Institution."

Justification of the Estimate

Insert in the record pages 6 to 18, and then 1 through 5.
(The matter referred to follows:)

Salaries and Expenses

Appropriation act, 1961	$7,768,000
Proposed supplemental due to pay increases	[1] 328,000
Base for 1962	8,096,000
Budget estimate, 1962	9,275,000
Increase, 1962	1,179,000

[1] Excludes $18,000 supplemental requested for wage rate increase effective Dec. 25, 1960.

Summary of increases and decreases, 1962

(1) To provide staff for the prepartion and progressive installation of exhibits in the Museum of History and Technology and for partial operation of the new building	+$681,000
Nonrecurring costs of special exhibition equipment in the Museum of History and Technology	−146,000
(2) To provide for additional scientific research, primarily in the fields of astrophysics and natural sciences	+239,000
(3) To provide for necessary repairs and rehabilitation of Smithsonian buildings, primarily the Freer Gallery of Art and the storage facility	+227,000
Completion of fiscal year 1961 rehabilitation projects	−58,000
(4) To provide for moving and storing of museum materials to facilitate the reconstruction work and installation of air conditioning in the Natural History Building	+80,000
(5) To provide for within-grade promotions	+70,000
(6) To provide for a net increase, primarily for personnel benefits and miscellaneous staff increases	+86,000
Net increase	1,179,000

JUSTIFICATION

(1) A net increase of $535,000 to provide staff for the preparation and progressive installation of exhibits in the Museum of History and Technology and for partial operation of the new building.

Need for increase: The Museum of History and Technology is scheduled to be completed in March 1962. Preparation and installation of exhibits in the building prior to its completion and providing for the part-year operation of the building will result in the following increased workload:

(*a*) The Museum of History and Technology staff will plan and participate in the design, construction, and installation of exhibits for the new building; plan and prepare for the move of the staff and collections to the building; and move a part of the museum's activities to the building from various locations.

(*b*) The Buildings Management Service will provide such services as cleaning exhibit and installation areas, laboratories, and offices; moving, loading, unloading, and placing operations; servicing and operating refrigeration, heating, temperature, and humidity control systems and related machinery, accessories, and controls; assisting the exhibits staff in assembly and installation of exhibit cases, displays, special lighting, and equipment; performing minor repairs, refinishing, and touch-up painting incident to the installation of exhibits; assembling, installing, and servicing laboratory, shop and special storage equipment.

(*c*) The increased activity in the Museum of History and Technology will also add to the volume of work in the Personnel, Fiscal, Supply and Photographic Services Divisions and the working reference library of the Institution.

Plan of work: The increase will be used to employ added staff and to purchase additional supplies and materials as follows:

(*a*) To employ 20 subprofessional and clerical employees, and 14 exhibits workers in the Museum of History and Technology	$147,000
(*b*) To employ the full-time equivalent of 84 supervisory and operating personnel, guards, laborers and cleaners, mechanics, electricians, carpenters, and painters in the Buildings Management Service, and provide additional funds for rent, utilities, and supplies such as lighting accessories, electrical supplies, lumber, paints, hardware, cleaning and maintenance supplies	458,000
(*c*) To employ 9 additional employees in the other General Services divisions, and provide for maintenance service on office machines, for procurement of books, office and laboratory supplies and materials, and for the purchase of office and photographic equipment	76,000
(*d*) Reduction to appropriation: The above increases are offset partially by nonrecurring costs of special exhibition equipment	146,000
Net increases	535,000

(2) An increase of $239,000 to provide for additional scientific research by (a) establishing an analytical laboratory and augmenting the research staff of the Museum of Natural History; (b) enabling the Bureau of American Ethnology to resume work in middle America; and (c) performing vital scientific research at the Astrophysical Observatory.

Need for increase: Virtually no increase in the appropriation for research programs has been sought in recent years. In keeping with the Institution's historical role as a research center, however, and in recognition of the great significance of American research today, highly selective areas of the Institution's research program have been studied and are now submitted as requiring strengthening in order that the Institution may continue to contribute its share to the scientific research of the Nation.

(a) The U.S. National Museum requies an analytical laboratory for developing information as the basis of descriptions and interpretations of objects; for determining the need and specific measures for preservation; and for determining the authenticity and age of objects.

The number of uncataloged specimens in the Department of Zoology has increased to 445,000 and the present staff can catalog only 40 percent of the specimens accessioned each year.

Work of preparing, cataloging and distributing the foraminifera (small 1-celled sea animals with hard shells) is not being completed by the Department of Geology because of inadequate staff.

(*b*) The Bureau of American Ethnology urgently needs a professional ethnologist to conduct investigations in Mexico and the adjacent areas in Chiapas, British Honduras, and Guatemala. These investigations pertain to the habits, customs, and mode of life of the peoples living there. There is a strong interest in America in this important field as evidenced by the many requests for information from government organizations, research students and others. The Bureau has an exceptional opportunity to contribute important and useful knowledge about these people.

(*c*) The research program of the Astrophysical Observatory is broad and diversified and includes solar radiation, solar astrophysics, the upper atmosphere, meteors, meteorites, artificial satellites, and some problems of space science. The small staff of employees paid from the "Salaries and expenses" appropriation requires technical assistance and funds for scientific equipment and instrumentation in order to implement a satisfactory astrophysical research program. Specifically, additional scientists are needed to design specialized equipment and conduct field testing; detect stellar and solar radiation image registration other than photographic; direct research on an ultraviolet survey of the sky and spectroscopic studies of selected celestial objects; develop a program of electronic image conversion whereby artificial earth satellites may be tracked by photoelectric methods; conduct research on meteorites with electron probe analyses and make mineralogical analyses; analyze meteorites for stable isotopes; assist with the meteorite program by predicting the location of falls by precision tracking methods; and study techniques for focusing X-rays.

The Institution needs a radio carbon laboratory for dating specimens. Such a laboratory would reduce materially the present backlog of samples held by various Smithsonian Institution scientists which cannot be dated because the Institution must depend on contributed service from outside laboratories. The Institution would then exercise control over the samples to be dated and would establish its own priorities. It would be able to complete its interpretations and reconstructions rather than depend on other laboratories to announce dates arising basically from the labors of Smithsonian scientists.

Plan of work: The increase will be used to strengthen the research program of the Smithsonian Institution. The $239,000 would be utilized as follows:

(*a*) To employ an analytical chemist and a clerk-typist as the initial staff of an analytical laboratory, and two systematic zoologists and a museum aid for the Museum of Natural History	$34,000
(*b*) To employ an ethnologist and a clerk-stenographer in the Bureau of American Ethnology to resume work in Middle America	12,000
(*c*) To employ 3 engineers, 2 physicists, a spectroscopist, an astronomer or theoretical astrophysicist, a mass spectrometerist, a field meteoriticist, and 2 clerical assistants to perform essential research at the Astrophysical Observatory; purchase necessary supplies and equipment ($52,000) including a spectroscope, experimental electronic equipment, X-ray sources, and detectors; and provide for the fabrication of specialized scientific and technological equipment	150,000

(*d*) To employ a radiochemist and an electronics technician and purchase necessary supplies and equipment for a radio carbon laboratory under the Division of Radiation and Organisms $43,000

Increase 239,000

(3) A net increase of $169,000 to provide for necessary repairs and rehabilitation of the (a) Freer Gallery of Art, (b) Smithsonian Institution storage facility, and (c) Arts and Industries Building.

Need for increase: A description and justification of the projects proposed for completion in fiscal year 1962 follows:

(*a*) Freer Gallery of Art (1922): It is necessary to replace the roof covering and make revisions to the electric distribution systems.

The existing roof covering has so many blistered, cracked, and loosened areas that it requires constant attention. Despite continuous repairs, numerous leaks occur which damage finished interior surfaces of the gallery and present a hazard to the very valuable objects in the collections housed in the building.

Except on very bright days, the illumination furnished by natural light coming through the Freer skylights and laylights is inadequate and varied making it most difficult to get a proper view of the valuable objects and collections.

(*b*) Smithsonian Institution storage facility (1952): It will be necessary to repair and paint the exterior metal covering of the temporary storage and restoration shop buildings and to install adequate alarm and firefighting systems.

The repainting of these buildings will retard deterioration, extend the useful life of the metal covering, avoid costly future repairs, and provide continued economical, weathertight storage for museum objects and equipment.

Existing equipment for firefighting consists of portable type fire extinguishers which are of value only for small fires but are inadequate for total protection. Adequate firefighting facilities are necessary because of the large volume of valuable and irreplaceable aircraft, engines, aeronautical equipment and accessories, museum objects, cases and equipment which are stored in the buildings.

(*c*) Arts and Industries Building (1881): Necessary repairs to the roof of the Arts and Industries Building are urgently required. The flat seam covering of the roof over the four ranges and the areas surrounding the rotunda have deteriorated and numerous coatings applied through the years in an effort to stop the leaks have cracked, blistered, and loosened. Resultant leaks present a constant hazard to the valuable collections, exhibitions, offices, and storage areas.

Plan of work: The increase will be used to correct the unsatisfactory conditions described above and will be distributed as follows:

(*a*) Freer Gallery of Art $126,000
To remove the existing roof covering, install new metal flashings and counterflashings, provide new 3-ply built-up roof with with stone topping, repair the skylight metalwork, and replace cracked skylight glass ($68,000); make necessary revisions to the electric system and install modern lighting systems and controls equipped to regulate the light automatically above the laylight areas of the ceilings in the exhibition galleries and corridors ($58,000).

(*b*) Smithsonian Institution storage facility 60,000
To repair and paint the exterior metal covering of the temporary storage and restoration shop buildings ($30,000); install water pipings, fire hydrants, fire hose, and equipment to provide an adequate fire-fiighting system ($30,000).

(*c*) Arts and Industries Building 41,000
To repair the roof by removing the loosened and blistered roof coatings, replace metal flashings, and install a 3-ply built-up roof covering.

(*d*) Reduction to appropriation ..... —58,000
While the increases listed above total $227,000, a net increase of $169,000 is being requested for rehabilitation of buildings since projects amounting to $58,000 in fiscal year 1961 were completed.

Net increase 169,000

(4) An increase of $80,000 to provide for moving and storing museum materials to facilitate the reconstruction work and installation of air conditioning in the Natural History Building.

Need for increase: The Congress appropriated funds for fiscal year 1961 for the rehabilitation and modernization of the Natural History Building and for construction of the east wing. Construction commenced early in January 1961 and by fiscal year 1962 substantial changes in the building will be underway and large-scale moving operations will have to be undertaken. Offices and storage areas currently occupied in the Natural History Building must be vacated to permit access to them for reconstruction work and for installation of air-conditioning ducts, plumbing, and telephone utility lines. Included in this moving program are: storage cases containing valuable and delicate specimens, many of which are irreplaceable; exhibition cases; office furniture; equipment; and supplies. Temporarily these materials and the staff concerned will have to be located elsewhere in the building or in storage space.

Plan of work: The increase will be used to employ 13 laborers to assist in the large-scale moving operations explained above and to rent space ($40,000) to store museum objects, furniture, equipment, and accessories during construction of the additions to the Natural History Building.

(5) An increase of $70,000 for within-grade promotions.

The Classification Act of 1949, as amended (5 U.S.C. 1121) provides that permanent employees compensated on a per annum basis shall be granted periodic step increases. Based on a position-by-position study, the apparent cost of within-grade promotions in fiscal year 1962 and the carryover cost of prior year within-grade promotions are $94,000. Giving effect to the anticipated turnover rate, it is estimated that this cost will be reduced by $24,000. The latter amount is comprised of $18,000 representing the cost of within-grades not granted or terminated because of turnover and $6,000 denoting savings on separations at above minimum salaries. In arriving at the $6,000 savings, allowance was made to provide for hiring at above the minimum rate.

(6) A net increase of $86,000 primarily for personnel benefits and miscellaneous staff increases.

Need for increase: (*a*) With the establishment of 168 (net) new positions in fiscal year 1962, the Smithsonian Institution will require additional funds for its share of the cost of such personnel benefits as retirement, social security, insurance, and health for these new employees.

(*b*) Miscellaneous staff increases will be required because of the additional workload in the National Collection of Fine Arts and the growth of certain programs in the Museum Service.

Preserving the world-famous collections, preparing exhibition catalogs and information releases, and planning the remodeling of the Civil Service Commission Building will increase the workload of the National Collection of Fine Arts.

The staff of the Museum Service must be increased because of the operation of recorded gallery tours and the growth of the central slide library and the Junior League docent program.

Plan of work: The increase will be used as follows:

(*a*) To provide personnel benefits for 168 new employees (the amount was computed by applying currently prevailing cost factors to each new position at the base of the appropriate grade)	$69,000
(*b*) To employ a museum aid, research assistant, and two clerical assistants in the National Collection of Fine Arts and three aids and a clerk-typist in the Museum Service	32,000
(*c*) To provide minor increases for nightwork differential and contractual services ($4,000), which are offset by the savings resulting from the decrease of 1 day in pay above 52 weeks ($19,000).	
Net reduction to appropriation	—15,000
Net increase	86,000

GENERAL STATEMENT

The Smithsonian Institution was established August 10, 1846 (20 U.S.C. 41) by the Congress "for the increase and diffusion of knowledge among men."

The Smithsonian Institution operates two museums, the U.S. National Museum, and the National Air Museum; two scientific bureaus, the Bureau of American Ethnology and the Astrophysical Observatory, in addition to research activities of the National Museum; two art galleries, the Freer Gallery

of Art and the National Collection of Fine Arts; the Canal Zone Biological Area; and the International Exchange Service. It is responsible for the operation and maintenance of five main exhibition buildings, the Natural History Building, the Arts and Industries Building, the Smithsonian Building, the Aircraft Building, and the Freer Gallery of Art; a storage facility; and an exhibits laboratory.

To achieve its broad objectives, the Institution maintains public exhibits representative of the arts, American history, aeronautics, anthropology, geology, technology, and zoology; preserves for reference and study millions of valuable items of scientific, cultural, and historical interest; conducts fundamental research and publishes the results of these investigations; and participates in the international exchange of scientific literature.

The impact on the visiting public of the Smithsonian Institution's extensive rehabilitation of buildings and modernization of museum exhibits programs is reflected by the increase in the number of visitors. In fiscal year 1960 there were 6,494,630 visitors to the Smithsonian buildings, excluding the National Gallery of Art and the National Zoological Park. The increase of 143,228 over fiscal year 1959 would have been substantially greater had the Aircraft Building not been closed for renovation for approximately 8 months. The Institution's renovation of exhibits program was initiated in fiscal year 1954 and since then 18 new, vital, and effective renovated halls have been opened to the public. What the Smithsonian now presents to its visitors has new attractiveness and new educational significance. These exhibits present the material in such a logically clear and interesting manner that the visitor stops and reads the explanatory labels. In this way the Smithsonian exhibits improve the visitor's basic understanding of the natural history of America and of the world, of history of many of the most important human arts and sciences, and of the agriculture and technology that has made modern America what it is.

In its museum halls, human history—of our environment, our ideas, our technical achievements, our institutions, our manners and customs, our daily lives—is presented meaningfully to the citizen of tomorrow as well as of today. The Smithsonian Institution's objectives are to contribute to raising the general level of cultural appreciation, to educate in the broadest sense, and to encourage people to seek knowledge of the highest order. Through the museums, art galleries, research laboratories, and explorations, the Institution seeks not only to preserve and document the full range of our history but also to interpret it to the public.

The Institution embraces the world's largest museum complex with over 50 million cataloged objects. Many of these collections are used by scientists and technologists in connection with important research programs. From the beginning, indeed, those charged with the management of the Smithsonian have thought of it as a center of scientific research. The Smithsonian was probably the first organization on this continent to have a full-time staff of diversified scientific workers. One index of the productivity of this research organization is found in the more than 7,500 specialized volumes and monographs that the Institution has authored and distributed to the learned world. The Smithsonian Institution has become one of the world's centers for the scientific study of the geology of the earth's crust, the botany of its plants, the zoology of its animals, and the anthropology of its human beings. In such other fields as astrophysics, physiology of living plants, and tropical biology, it maintains notable research programs. Among the scientific organizations that have been established with the assistance of the Smithsonian are the National Academy of Sciences, the American Association for the Advancement of Science, the Weather Bureau, the Lighthouse Service, the Geological Survey, the National Research Council, the Carnegie Institution of Washington, the National Advisory Committee for Aeronautics, the Research Corporation and others.

The Smithsonian Institution is the official U.S. agency for the exchange with other nations of governmental, scientific, and literary publications. The International Exchange Service, initiated more than a century ago by the Smithsonian Institution for the interchange of scientific publications between learned societies and individuals in the United States and those of foreign countries, serves as a means of developing and executing in part the broad and comprehensive objective, "the diffusion of knowledge." It was later designated by the U.S. Government as the agency for the transmission of official documents to selected depositories throughout the world, and it continues to execute the exchanges pursuant to conventions, treaties, and other international agreements.

EXPLANATION AND JUSTIFICATION OF CHANGE IN APPROPRIATION LANGUAGE

The proposed change in language deletes the word "conductors" and inserts the word "operators" to permit the substitution of current job description titles for those used previously. This is merely a technical change and will not result in any additional cost to the appropriation.

In accordance with the "Federal Employees Uniform Allowance Act," the phrase "and uniforms or allowances therefor, as authorized by law (5 U.S.C. 2131), for other employees" has been included to authorize the furnishing of a uniform or the payment of a uniform allowance to employees who are required by regulation or law to wear a prescribed uniform in the performance of their official duties.

ASSETS

Mr. KIRWAN. Doctor, what are the assets of the Smithsonian now? What is the value placed on all your assets?

Dr. CARMICHAEL. I think it can be said our collections have a value of well over a billion dollars.

VISITORS

Mr. KIRWAN. You had 6½ million visitors in the last year?

Dr. CARMICHAEL. That is right. Taking the collection as a whole, I think it can be said that it is the largest museum in number of visitors in the world.

Mr. KIRWAN. It must be. There are about 60 million visitors to the parks and monuments each year all over the Nation. However, this is just a group of buildings right in one city. To put 6 million people through it in 1 year alone is an achievement.

Dr. CARMICHAEL. Yes. I think it must be emphasized that they come from all over the country. Now there are arrangements with the railroads and with the airlines that bring groups in. The chamber of commerce or one of the service clubs raises money for a senior class, they put them on a plane, bring them to the airport, a bus meets them and takes them to the main sights of the Capital. That always includes the Smithsonian.

Mr. KIRWAN. The job you have done in the past century since it has been established is concrete proof that you stayed abreast of and ahead of the times always. If we want information, it is one of the chief places in the country or in the world to find it. A path has been beaten to your door. You are to be congratulated.

Dr. CARMICHAEL. Thank you.

RESEARCH

Mr. KIRWAN. Please explain the need for the increase of $239,000 in the research programs.

Dr. CARMICHAEL. We have tried to hold the line, but there are some areas of science where people look to the Smithsonian—that is, areas today—which really must be given additional funds. First, may I speak of the Astrophysical Observatory. The Astrophysical Observatory at the Smithsonian is three-quarters of a century old. It started when such work was almost unknown in this country, studying the radiation of the sun, studying many things that we now include in space science.

The staff of the Astrophysical Observatory is outstanding. For that reason, with the growth of interest in this field, people turn to us for assistance in this special field. We feel that the amount that

we have requested is necessary. I think we could use more very efficiently, but we feel that it is absolutely necessary to perform the functions for which this increase is required.

We are also asking for funds to provide a modern scientific laboratory in connection with our natural history collections. The great museums of the world have such laboratories. We have not had one in any developed form. To too great an extent people have had to depend on just looking at things instead of using modern scientific techniques where required to analyze the makeup of certain shells, or something of the sort, that may be important in carrying out the kind of research that can be done only at the Smithsonian. When I say it can be done only at the Smithsonian, it is there we have the collections. In some of our collections there are many millions of objects, and this scientific laboratory will assist very much in making proper study of these objects possible.

There are other smaller additions which we are requesting for much-needed scientific research.

Construction

Mr. Kirwan. We will insert pages 19 and 20 of the justification at this point in the record.

(The matter referred to follows:)

Smithsonian Institution—Estimates for Construction

General statement

The Smithsonian Institution is requesting funds for fiscal year 1962 to complete the construction of additions to the Natural History Building and for planning the remodeling of the Civil Service Commission Building.

In fiscal year 1961, $13,500,000 was appropriated for the rehabilitation and modernization of the Natural History Building and the construction of an east wing. This work commenced in January 1961. In the budget for fiscal year 1962, $5,310,000 is requested in order to permit construction of the west wing and completion of the entire project. (It is anticipated that an amendment to the budget will be submitted to the Congress to reduce the amount of the request from $5,310,000 to $4,336,000 on the basis of the favorable bid subsequently received for the east wing.)

It is anticipated that the present Civil Service Commission Building will be available for transfer to the Smithsonian Institution in fiscal year 1963 since a contract for the construction of a new building for the Commission has been awarded by the General Services Administration and construction is scheduled to be completed by March 1963. Therefore, $400,000 is included in these estimates to provide funds for preparing plans and specifications for the necessary remodeling of the existing Civil Service Commission Building for art gallery purposes.

The act of September 6, 1958, authorized and directed the Smithsonian Institution to prepare plans and specifications for the construction of a National Air Museum. Preliminary technical studies have been completed and administrative planning of the functional design of the building continues. A request for funds for architectural plans and specifications will be submitted in a subsequent year.

In addition to the above projects, construction is continuing on the Museum of History and Technology on Constitution Avenue between 12th and 14th Streets NW.; completion and opening of the building are scheduled for 1962.

Addition to the Natural History Building

Object classification

[In thousands of dollars]

		1960 actual	1961 estimate	1962 estimate
	SMITHSONIAN INSTITUTION			
11	Personnel compensation: Positions other than permanent	1	27	43
12	Personnel benefits		1	2
21	Travel and transportation of persons			2
22	Transportation of things			2
23	Rent, communications, and utilities			2
25	Other services			7
26	Supplies and materials			2
31	Equipment			5
	Total, Smithsonian Institution	1	28	65
	ALLOCATION TO GENERAL SERVICES ADMINISTRATION			
24	Printing and reproduction	1	25	1
25	Other services	254	285	219
32	Lands and structures		2,000	11,100
	Total, General Services Administration	255	2,310	11,320
	Total costs	256	2,338	11,385
	Costs financed from obligations of other years, net (−)	−244		−4,477
	Obligations incurred for costs of other years, net		9,640	
	Total obligations	12	11,978	6,908

Personnel summary

	1960 actual	1961 estimate	1962 estimate
Average number of all employees		6	9
Number of employees at end of year	9	15	19

Justification of the Estimate

Mr. Kirwan. We will insert pages 21 through 23 of the justification into the record.

(The matter referred to follows:)

Construction of Additions to the Natural History Building

JUSTIFICATION

The sum of $5,310,000 is included in the budget for the fiscal year 1962, to complete the additions to the Natural History Building by constructing the authorized west wing. (It is anticipated that an amendment to the budget will be submitted to the Congress to reduce the amount of the request from $5,310,000 to $4,336,000, on the basis of the favorable bid subsequently received for construction of the east wing.)

The need for the completion of this critically important construction project for the Smithsonian Institution is based on detailed studies by the Public Buildings Service and the Smithsonian Institution's staff. These studies indicate that the most satisfactory means of providing and operating the additional facilities required by the Museum of Natural History is to erect the long-authorized wings, including such alterations and improvements as may be necessary to integrate the wings with the existing building. Congressional acceptance of this project was received with the provision of a major portion of the necessary funds in the fiscal year 1961.

The Natural History Building has become completely inadequate to provide for the efficient preservation of the great natural history collections and the effective conduct of the important and often unique scientific research in its laboratories. The collections and laboratories have become unbelievably overcrowded to the extent that many corridors and stair landings have been pressed into service to provide space for the constantly increasing collections. Large areas of specially designed and badly needed exhibition space also have been converted, most reluctantly but of necessity, to laboratory and reference collections space; and staff members have been forced to work on the collections in attics, halls, stairwells, storerooms, and in extremely crowded quarters. Staff members, as well as visiting scientists who use the collections each day, frequently have to climb ladders to hazardous positions to reach the crowded and high-stacked reference collections.

The natural history collections in this building constitute the Nation's basic standards for purposes of scientific identification. Every year, in order to facilitate fundamental and applied research, tens of thousands of items are submitted for identification from all over the United States and from numerous foreign lands. The preservation and utilization of these internationally famous and unrivaled collections are made extremely difficult and unnecessarily costly because of the crowded conditions. Most of the basic and world-famous research of the Smithsonian Institution in biology, geology, and anthropology must be conducted in this building where the reference collections supporting this research are preserved. On a typical working day as many as 300 visiting scientists from universities and from government agencies crowd the available space for research because of the necessity to refer to these collections which are, for the most part, unduplicated elsewhere on this continent or in the whole world.

The Smithsonian Institution, in accepting the custody and in promising the safekeeping of an enormous quantity of irreplaceable scientific materials, is responsible for the availability in one place of these reference collections without which anticipated scientific results in the future will never be possible. The 44 million items that comprise the natural history collections of the United States advance knowledge only in proportion to the extent the materials representing the biological and geological sciences are sorted, classified, described, named, and stored in accessible order. To accomplish this, additional space for the specialists in the respective subject matter fields and also for the adequate storage and arrangement of the collections is urgently needed.

Construction of the east wing and rehabilitation of the existing Natural History Building commenced in January 1961. Completion of the present contract is scheduled for March 1963. Approval of this request for funds will provide for construction of the west wing and completion of the entire project.

Mr. KIRWAN. Under the construction item, $5,310,000 is budgeted for the new west wing of the Natural History Building, for which we allowed $13,500,000 last year for the east wing. I understand the $5,310,000 request can now be reduced by $974,000 because of low bids on the east wing.

Dr. CARMICHAEL. Yes, sir.

Mr. KIRWAN. I can say, Doctor, that it is much easier to look favorably on your research increase when you are realizing savings in other places.

Dr. CARMICHAEL. That is right.

Mr. KIRWAN. You have saved in other areas so as to be sure to stay abreast of what is being done in research today.

Dr. CARMICHAEL. That is right. Scientific research is more expensive today, for example, than it was when I was doing scientific work as a student.

Mr. KIRWAN. Yes, and we need it more today.

Dr. CARMICHAEL. Yes.

Remodeling of Civil Service Commission Building

Object classification

[In thousands of dollars]

		1960 actual	1961 estimate	1962 estimate
	SMITHSONIAN INSTITUTION			
11	Personnel compensation: Positions other than permanent			25
12	Personnel benefits			2
21	Travel and transportation of persons			2
25	Other services			6
	Total, Smithsonian Institution			35
	ALLOCATION TO GENERAL SERVICES ADMINISTRATION			
24	Printing and reproduction			1
25	Other services			324
	Total, General Services Administration			325
	Total costs			360
	Obligations incurred for costs of other years, net			30
	Total obligations			390

Personnel summary

	1960 actual	1961 estimate	1962 estimate
Average number of all employees			4
Number of employees at end of year			7

Justification of the Estimate

Mr. Kirwan. We shall insert pages 24 through 26 of the justification into the record at this point.

(The matter referred to follows:)

Remodeling of Civil Service Commission Building (Formerly Known as the Patent Office Building) for Art Galleries

JUSTIFICATION

The Congress by act of March 28, 1958, directed the Administrator of General Services Administration to transfer the Civil Service Commission Building (formerly known as the Patent Office Building) to the Smithsonian Institution without reimbursement "for the use of certain art galleries of the Smithsonian Institution." The House report on this public law stated: "An art museum building is urgently needed to display national collections of fine arts, comprising paintings, sculptures, bronzes, glass, porcelain, tapestry, furniture, jewelry, and other types of art. It would also be used to display portraits of eminent American men and women, and to exhibit the works of artists deserving of recognition."

The National Collection of Fine Arts and the National Portrait Gallery will occupy the building jointly.

The National Collection of Fine Arts is at present most inappropriately crowded into a hall in the Museum of Natural History. Many of its art objects cannot be displayed because of inadequate space. Since the establishment of the National Gallery of Art, the main objective of the National Collection of Fine Arts, as provided by Public Resolution 95, 75th Congress, approved May 17, 1938, is to foster the appreciation of both past and contemporary art and to encourage the development of contemporary art. The Smithonian Traveling Exhibition Service, under the National Collection of Fine Arts, is well known for the art exhibitions it circulates to museums and galleries throughout the country. It is now inadequately housed in the Arts and Industries Building and needs space

for temporary exhibition, preparation of exhibits, and shipping, as well as for more efficient offices.

The purpose of the National Portrait Gallery will be to exhibit portraits and sculptures of men and women who have made a significant contribution to the history, development, and culture of this country; and to provide means for biographical study of such individuals. Interest in the establishment of a National Portrait Gallery goes back 40 years. In 1921, the National Art Committee—including J. Pierpont Morgan, Charles P. Taft, and former Smithsonian Secretary Charles D. Walcott—sponsored the presentation of an exhibition in the Smithsonian Art Gallery of portraits of distinguished leaders of America and its allies during the First World War. This collection was circulated to other museums. The brochure describing the exhibition pointed out the need for additional gallery space not only for existing collections but "to make possible the acceptance in a large way of such additions as will undoubtedly be contributed by public spirited citizens" and further stated that the war portraits were regarded as the "nucleus of a National Portrait Gallery."

Dr. David E. Finley, Chairman of the Commission of Fine Arts, recently stated:

"There is a great need for a National Portrait Gallery in Washington. Many portraits of important historical personages are now being held by the trustees of the National Gallery of Art for permanent display in a National Portrait Gallery.

"The Smithsonian Institution also has a collection of nationally important portraits which cannot at the present time be adequately displayed. In addition, there are numbers of portraits of persons who should be represented in a National Portrait Gallery, now in the hands of private collectors, which might become available if a suitable building is provided.

"The usefulness of a gallery of this kind has long been demonstrated by the National Portrait Gallery in London with its famous collection of portraits of persons who have contributed to the making of British history."

Since it is anticipated that the present Civil Service Commission building will be available for transfer to the Smithsonian Institution in fiscal year 1963, funds in the amount of $400,000 are urgently required in fiscal year 1962 to develop plans and specifications for necessary remodeling of the building. Approval of this request will enable the Institution to have remodeling plans available at the time the building is transferred. It will also provide a sound basis for estimating the total cost of the conversion from office to art gallery purposes.

Preliminary estimate of planning costs

Drawings and specifications	$275,000
Surveys, site borings	30,000
Office expense, Public Buildings Service	55,000
Smithsonian Institution, incidental expenses	40,000
Total	400,000

Mr. KIRWAN. This item has already been well covered.

I am grateful for your appearance here today, and you have delighted us, as you do every year.

Dr. CARMICHAEL. Thank you, sir.

Mr. KIRWAN. Dr. Fenton.

Mr. FENTON. Mr. Chairman, I think Dr. Carmichael has done a fine job down there.

Dr. CARMICHAEL. Thank you, Doctor.

Mr. FENTON. I am perfectly willing to go along with anything they ask. I know they do not ask the impossible.

Mr. KIRWAN. They only ask for what is necessary.

Mr. FENTON. I wonder how you compute the number of visitors.

Dr. CARMICHAEL. Because of the need for protection, we have a single entrance or in one case two entrances to the buildings. In every case a guard has to be there, and he has a counter in his hand. These are actual counts, not estimates.

Mr. FENTON. You are satisfied with the way the construction is progressing?

Dr. CARMICHAEL. Mr. Chairman, I would say that construction is under the direction of the General Services Administration, and I feel that the General Services Administration has been and is trying to keep the contractor on a time schedule that was previously established. There has been, as I pointed out in my remarks, some slippage: and all I can do, sir, is to call this as vigorously as I can to the attention of the General Services Administration, and they then work with the contractor. We certainly are very conscious of the importance of carrying the building forward as nearly on schedule as possible—on schedule if possible.

Mr. FENTON. That is all; thank you.

Mr. KIRWAN. Thank you, Doctor. A good year to you all.

Dr. CARMICHAEL. Thank you very much, indeed.

MONDAY, MARCH 6, 1961.

NATIONAL GALLERY OF ART

WITNESSES

JOHN WALKER, DIRECTOR
HUNTINGTON CAIRNS, SECRETARY-TREASURER
E. ROY BERGHOLZ, ASSISTANT TREASURER
L. D. HAYES, ASSISTANT ADMINISTRATOR

SALARIES AND EXPENSES

Object classification

[In thousands of dollars]

		1960 actual	1961 estimate	1962 estimate
11	Personnel compensation:			
	Permanent positions	1,385	1,513	1,524
	Positions other than permanent	23	25	25
	Other personnel compensation	44	39	33
	Total personnel compensation	1,452	1,577	1,582
12	Personnel benefits	96	120	120
21	Travel and transportation of persons	7	7	7
22	Transportation of things	1	1	1
23	Rent, communications, and utilities	122	130	130
24	Printing and reproduction	9	10	9
25	Other services	50	41	37
26	Supplies and materials	48	59	39
31	Equipment	12	6	7
32	Lands and structures		16	
	Total costs	1,797	1,967	1,932
	Costs financed from obligations of other years, net (−)		−53	
	Obligations incurred for costs of other years, net	37		
	Total obligations	1,834	1,914	1,932